United Nations E/C.16/2014/2

Economic and Social Council

Distr.: General
24 January 2014
English
Original: French

Committee of Experts on Public Administration
Thirteenth session
7-11 April 2014
Item 3 (a) of the provisional agenda*
Transforming public administration for sustainable development

Strengthening national and local capacities for sustainable development management

Note by the Secretariat

The present paper is hereby transmitted in accordance with the proposed programme of work for the thirteenth session of the Committee of Experts on Public Administration (E/C.16/2014/1). It was prepared by Najat Zarrouk. The views expressed and the content presented in the paper are those of the author and do not imply any expression of opinion on the part of the United Nations.

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Strengthening national and local capacities for sustainable development management

Summary

The United Nations-led international discussions on the development agenda beyond 2015 have led to a number of conclusions, including the following: first, it is shortcomings in governance, capacity and skills, particularly in public institutions and administrations, that lie at the root of the delays and difficulties involved in achieving the Millennium Development Goals, and, second, there is worldwide consensus that a transformation of governance is needed, not just as a priority for sustainable development, but as an end in itself.

A new vision of capacity building at all levels is vital to transform governance and ensure that it serves the needs of sustainable development. This is particularly the case in developing countries, countries in democratic transition, countries experiencing or emerging from conflict, and countries with limited income.

Capacity building can become the key to transforming governance and integrity, improve skills, boost professionalism and mobilize citizens to become involved, thus generating a positive effect on democracy and development alike. In order to achieve this, it must be properly defined; adhere to fundamental principles; be guided by strong, committed, competent and ethical leadership; be part of a holistic national strategy embracing "new public management"; be rooted in participative, inclusive, iterative, results-based, citizen-focused, service-oriented methods; and strive for sustainable development. It must be inspired by best practice, and profit fully from international cooperation, partnership and solidarity. To these ends, a roadmap has been proposed for use at national and local levels. It takes account of the institutional setting; distinctions, roles, attributions and responsibilities; resources available and objectives or results to be attained. Certain issues are of key importance. They include sustainable urbanization, which requires committed and ethical leadership, good planning and governance and the involvement of all affected parties.

I. Introduction

1. The international community's progress in human, economic, social, technological and environmental development[1] has been "driven by a combination of economic growth, government policies, civil society engagement and the global commitment to the Millennium Development Goals", but has also resulted from scientific and technological advances and the emergence and involvement in the dynamics of growth and development of a number of actors exercising influence on the State.

2. While a number of countries have been experiencing a period of overall prosperity, dynamism and competitiveness, the international, regional, national and local environment has in recent times been in constant flux, presenting the international community with a complex situation in which globalization or liberalization brings ambivalent effects for the future of all States. We have seen multidimensional crises; an unprecedented groundswell of demands asserted through demonstrations, strikes, revolts and sit-ins;[2] the impact of information and communication technology (ICT) and social networks; environmental problems, and major difficulties caused by scarcity of financial resources or waste, mismanagement and corruption. Above all, we are witnessing a real crisis of trust in the public service, resulting particularly from shortcomings in governance and enormous deficiencies in capacity and skills at national and local levels; in integrity, ethics and transparency; in efficiency and effectiveness; in performance, delivery and quality of services, and in the commitment of the public.[3]

3. The many objective and inclusive discussions initiated by the United Nations[4] provide the Member States with an unprecedented opportunity. They have launched a

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[1] "A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development," report of the High-level Panel of Eminent Persons on the Post-2015 Development Agenda, United Nations, May 2013; hereinafter "Report of the High-level Panel of Eminent Persons".

[2] Public spaces have become emblematic for societies in search of a better future (Tahrir Square in Cairo and Independence Square in Kyiv).

[3] The situation in a number of Arab countries has highlighted the need to remedy shortcomings in democratic governance at national and sub-national level, to lend legitimacy to development policies and support the empowerment of the population, Report of the High-level Panel of Eminent Persons.

[4] – Report of the Secretary-General: A life of dignity for all: accelerating progress towards the Millennium Development Goals and advancing the United Nations development agenda beyond 2015 (A/68/202, 26 July 2013);
– A New Global Partnership: Eradicate Poverty and Transform Economies through Sustainable Development", report of the High-level Panel of Eminent Persons;
– An Action Agenda for Sustainable Development: Report for the United Nations Secretary-General, prepared by the Leadership Council of the sustainable development Solutions Network (SDSN), 6 June 2013;
– Progress Report of the Open Working Group of the General Assembly on Sustainable Development goals; United Nations System Task Team on the post-2015 United Nations Development Agenda, Statistics and Indicators for the post-2015 Development Agenda, 2013;
– Global Sustainable Development Report, 2013;
– Resolution 66/288 adopted by the General Assembly on 27 July 2012, entitled "The future we want";
– Initial input of the Secretary-General to the Open Working Group on Sustainable Development Goals (A/67/634, 17 December 2012);

debate on the development agenda beyond 2015 and generated a new vision of sustainable development. The recognition of solid institutions and good governance as a catalyst for sustainable development has resulted in the international community giving priority to good governance as an end in itself in that development agenda.

4. The question is how to set countries on a path to sustainable development, particularly countries which still have enormous deficiencies, lag behind in human development and sustainable development, and lack even the structural foundation needed to meet the 2015 target date, which they will surely miss. How can we make countries democratic, capable and competitive? How can we ensure that the public sector contributes to this worldwide momentum for structural change, becoming a pillar of the process of transformation and serving the needs of sustainable development? What kind of contribution can the strengthening of institutions, management and skills make to that process? What skills are needed to select, implement, monitor and evaluate strategies, plans and programmes at national and local level?

5. This paper will try to answer these questions by focusing on three main points:

(a) The international consensus around the role of governance as a catalyst for sustainable development and as an end in itself;

(b) Capacity building is an investment in transforming governance;

(c) The case for a new vision of capacity building as a key to sustainable development.

II. The international consensus around the role of governance as a catalyst for sustainable development and as an end in itself

6. While the discussion and reports which have emerged from the international debate on the development agenda beyond 2015 suggest that governance should from now on be considered a facilitator of sustainable development, an examination of its current situation and practice shows it to be in need of a substantial transformation before it can meet the challenges described above.

The place of governance in the development agenda beyond 2015

7. The sustainable development aspirations of the international community need the presence of good governance in every country — rich or poor — at local, national, and global levels, and by all sectors of society. This is "an important means to achieving the three other dimensions of sustainable development — economic, social, and environmental — but it is also an end in itself".[5]

– Post 2015 Matrix on governance, United Nations Department of Economic and Social Affairs/Division for Public Administration and Development Management;
– See also United Nations Development Programme Consultation Report of the Global Thematic Consultation on Governance and the Post-2015 Development Framework, 2013.

[5] An Action Agenda for Sustainable Development: Report for the United Nations Secretary-General.

8. We need not just to transform governance, but to promote transformational governance. This is one of the ten priority challenges for sustainable development.[5]

The transformation of governance: a priority challenge for sustainable development

9. In the past, the State had a monopoly on development-related decision-making and governance. In an era of globalization, liberalization and networking, the State must rely on a whole range of influencers of growth and development, which act and interact (they include the private sector, local authorities, civil society, the media, universities and donors). The digital revolution and new technologies play a fundamental and unprecedented role in integrating the global economy and driving demand from all the segments of society called upon to play a part in decisions taken by States.

10. The post-2015 development agenda must therefore be based on the rule of law; respect for human rights and individual and collective freedoms; citizen engagement; effective participation by all actors and the leveraging of human potential, particularly that of women; promotion of transparency and accountability; effective and efficient institutions; and mobilization of the resources required to facilitate sustainable development.

11. Governance is multidimensional: it is an essential means of achieving sustainable development goals but is equally important as an end in itself that enables people to interact and exercise their rights.[6] This is a transformational governance aimed at undermining the traditional mechanisms governing the distribution of power and the right of initiative[7] by promoting new principles, patterns and procedures in a State that is able to make the necessary changes.

12. This transformation cannot take place, however, without capacity-building for individuals, institutions and societies at the national and local levels. Similarly, ongoing United Nations involvement in strengthening the capacities of public administrations will be crucial in giving them the wherewithal to implement the international, national and local goals of this global agenda. Governance has thus become a central component of economic and social development. It is also linked to several different aspects of our common history: the development and dissemination of values, the creation and distribution of wealth, and the emergence and strengthening of institutions,[8] all of which explains why capacity-building plays such a strategic role.

III. Capacity-building: an investment in the transformation of governance

13. One of the major constraints to putting developing countries, particularly in Africa, on the path to accelerated growth and sustainable development remains the

[6] United Nations Development Programme, Consultation Report of the Global Thematic Consultation on Governance and the Post-2015 Development Framework, 2013.

[7] Organization for Economic Cooperation and Development (OECD), *Governance in the 21st Century*, *Future Studies*, Paris, 2001

[8] Daniel Tarschys, "Wealth, Values, Institutions: Trends in Government", in OECD, *Governance in the 21st Century*, *Future Studies*, chap. 2.

lack of capacities as an underpinning of committed, robust, honest and effective institutions at all levels of governance.[9] Capacity is key to ensuring good governance and delivery of services; that is why there is consensus within the international community on the need for investment in capacity-building, a concept that has yet to be defined and that must, if it is to achieve the desired results, take a number of parameters into account and have a holistic scope that encompasses all institutions of governance.

What is capacity-building?

14. Capacity-building or capacity development is defined in two different ways: in the narrower sense, the main focus is strengthening organizations and skills or addressing economic and technical issues; in the broader sense, it refers to a wide range of capacities, from those of the individual to those of the whole society, and involves a number of approaches, the most important of which is the bottom-up approach.[9] Capacity-building is generally defined as an endogenous process[10] through which a society (and all its component parts) alters its rules, institutions and lifestyle, builds its social capital, and becomes more responsive, adaptable and self-disciplined.[11] It relates to development at different levels of society, to entities and institutions of varying size and scope, and to the various stages of the development process, while also seeking to combine previously isolated approaches, such as organizational development, community development, systemic development and sustainable development, under a single overarching term.[12] Capacity-building can achieve the expected results only if it occurs at three interdependent levels — the individual, institutional and societal levels — while also taking into account the local, national and international environment.

Basic principles and characteristics of effective and efficient capacity-building

15. A number of capacity-building initiatives targeting public administration at the national and local levels have been launched, either by States themselves or by the United Nations, donors and many other actors. To ensure the effectiveness and efficiency of such initiatives, capacity-building must be an endogenous process that relies on local leadership. It requires broad participation by all stakeholders, including the people, and an underpinning of good governance, which is essential in fostering an enabling environment for development and progress; above all, it is a process that stems from a true desire for change. At least five core principles must be the guiding force behind any capacity-building programme aimed at public administration: ownership, sustainability, participation, mobilization of local resources and a change process.[9]

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[9] Economic Commission for Africa (ECA), African Governance Report II, 2009.

[10] See United Nations Food and Agriculture Organization Corporate Strategy on Capacity Development, 25 October 2010.

[11] European Centre for Development Policy Management, Resources, Qu'est-ce que le renforcement des capacités, 9 July 2003; Approaches and Methods for National Capacity Building, Report of a workshop, Maastricht, 26-29 May 1998.

[12] Peter Morgan, Capacity and Capacity Development — Some Strategies, note prepared for the Political and Social Policies Division of the Canadian International Development Agency, October 1998.

The scope of capacity-building

16. A globalized economy needs effective institutions and governance in all States. For emerging countries, developing countries, countries in conflict situations, low-income countries, poor countries and geographically disadvantaged countries, the main challenge is to "promote a culture of good governance necessary for sound economic management, efficient service delivery and social empowerment of the people".[9] Becoming part of globalization and taking advantage of the opportunities it affords, closing the human development gaps by 2015, preparing for the challenges of sustainable development in all its various dimensions, and coping with a complex and difficult environment at all levels requires robust, accountable, competent, open, honest and committed institutions and governance capable of leading change and adapting to new ways of governing. Any capacity-building strategy should therefore have a holistic national dimension that targets all institutions of governance.[13]

Building the capacities of State institutions

17. The State has crucial significance for political dialogue and cooperation among all States and for helping to strengthen the three fundamental pillars of the United Nations: international peace and security, human rights, and development. The collective response to the challenges and opportunities emerging from the many complex political, social and economic transformations under way must also be guided by the rule of law.

18. Consequently, the institutions to be targeted by capacity-building must include the institutions of the State and its constituent parts, namely, the legislative, executive and judicial branches on one hand, and local governments and authorities on the other.

Legislative branch

19. Significant progress has been made in the adoption of constitutions that enshrine the role, competencies and resources of parliaments that, throughout the world, play a fundamental role in such areas as legislation, oversight of the executive branch, budgetary oversight, assessment of public policy, parallel diplomacy and networking. The fact remains that most developing countries have not yet managed to establish good parliamentary governance[14] with a positive impact on development. A strong, competent and professional parliament with enhanced capacities not only embodies democracy and the rule of law but also contributes to the formulation of effective public policy that meets development expectations, oversees the allocation and rational use of public resources in a manner that meets citizens' expectations, and helps to anchor good governance at the national and local levels.

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[13] Sako Soumana and Genevesi Ogiogio, "Africa: Major Development Challenges and their Capacity Building Dimensions", African Capacity Building Foundation (ACBF) Occasional paper, No. 1, quoted in the ECA African Governance Report II, 2009.

[14] Expression taken from the message delivered by the King of Morocco, H.M. Mohammed VI, at the commemoration in Rabat of the fiftieth anniversary of the Moroccan parliament, 25 November 2013.

Executive branch

20. The role of government is to exercise executive power, which means enforcing laws and designing and implementing public policy and programmes while also discharging the duties of public administration.

21. However, in spite of laudable reform efforts, public administrations have faced numerous capacity-related problems, including the weakness of institutions; the absence of leadership and strategic and operational management; a lack of interest in the civil service;[15] the lack of qualifications and professionalism of human resources;[16] the bureaucracy; rigidity; conservatism; inertia and absenteeism; corruption;[17] the existence of public services that are not oriented toward citizens, human rights or results, are not transparent, inclusive or open to the environment, and, above all, are not subject to accountability; and also the centralization of power and resources.

22. Public administrations at the national and local levels are called upon to take account of the realities of a composite environment that is continually changing, be attentive to trends in the public sector, meet the expectations of the population, provide and deliver quality services, manage complex situations, take account of diversity, become attractive spaces where it is good to work and have a career, make the most of scarce means, and, above all, be ethically above all suspicion.

Judicial system

23. An independent judicial body is a prerequisite for an operational democracy and plays a central role in good governance. Judicial independence "is the foundation for the rule of law",[9] and "access to justice and an effective judicial administration are catalysers for development and human rights".[6] The situation affecting the judicial system in most developing countries is a real impediment to the firm establishment of democracy, the rule of law, trust in government leaders, and to attracting investment and, therefore, to development. The main shortcoming in these areas relate, inter alia, to the independence of the justice system, the lack of sufficient human resources (judges, magistrates and other dedicated staff) who are qualified, competent, motivated and honest; and sufficient, community-based and functioning infrastructures.

Local governments

24. In order to promote participatory democracy and individual and collective freedoms, States have systems and public policies for decentralization and deconcentration. Building a State indeed means building a State within a nation that is unified but also respects diversity and is inclusive. The recognition of local

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[15] John-Mary Kauzya, Strategies for Attracting and Maintaining the Best Talent in the Public Service in Africa: Challenges and Strategies in Strengthening the Professionalization of Human Resources Management in the Civil Service in Africa, Workshop for Human Resources Personnel in Africa on "Strengthening Human Resource Capacities for the Achievement of the Millennium Development Goals and Africa's Development", Cotonou (Benin) 12-16 April 2010.

[16] Odette Ramsingh, Overview of Issues, Challenges and Prospects for Effective Management of Human Resources in the Public Service in Africa, 2010 workshop, see note 15.

[17] Najat Zarrouk, Ethics, Transparency, Accountability, Professionalism and Integrity in the Public Service, 2010 workshop, see note 15.

governments[18] and decentralization represent a profound and thorough transformation of the State, its power, its authority and the way in which it manages its population. Local governments confront at least four types of challenges which inevitably have an impact on any process of training and capacity building. They relate to democracy, local organization and public governance, the challenges of urban management, and the impact on the welfare of citizens, poverty alleviation and development. These challenges also depend on the local governments' degree of the real and effective autonomy as well as their room to manoeuvre, particularly in the key areas of development (including civil registration, education, health, hygiene, sanitation, habitat and housing as well as transport and urban mobility). In order to obtain results, all local-governance actors must work together with the central government.

Capacity-building of non-State institutions

25. In the global age, we consider that non-State actors, who are also generally called civil society actors, "can play an important role in consolidating and strengthening democracy: mobilizing and articulating social demands, defending human rights, spearheading development activities and reducing poverty".[9]

26. The reports from the global deliberations on the post-2015 development agenda have underscored the fact that the failure to take account of diversity, the marginalization of non-State actors in the elaboration and implementation of programmes relating to the Millennium Development Goals (MDGs) and their shortcomings in the area of capacity building have caused the delays in human development and sustainable development. Accordingly, most developing countries have tended to develop systems based on assistance and wide-ranging technical assistance allowances, in which the populations have in practically all fields ultimately adopted an attitude of expectation rather than initiative and have a lack of interest in the process of planning and following up development efforts, a lack of confidence in their capacities and a fear or mistrust of the authorities. The relationship between the authorities and the citizens is still perceived as one between "the leaders and the led".[19] Accordingly, any capacity-building process should integrate and take account of the various non-State and civil society actors.

27. The non-State actors that emerged towards the end of the twentieth century which are transforming the methods of classical governance and should have a major impact on the post-2015 development agenda include civil-society organizations (associations or non-governmental organizations), political parties, the private sector (the business world and the informal sector), trade unions,[20] the

[18] We use the term "local governments" to indicate the authorities other than the State, to which the latter has transferred or delegated competencies and functions involving the provision of public service, whether they be elected authorities (the process of decentralization personified through local communities) or appointed (the process of deconcentration personified through deconcentrated authorities or services).

[19] Experience of the Programme of Support for Local Governance in Rural Areas in Rwanda, Overview of Citizen Participation, 2008 summary report on capacity building: the motor of local governance. Centre for Research and International Cooperation, February 2012.

[20] The main problems affecting trade-union movements relate, inter alia, to the legal framework, social dialogue, negotiations and collective agreements.

media, universities, minorities, people with specific needs (including women, older persons, young people and the disabled as well as the diaspora.[21]

28. There is an urgent need at this level also to revisit the process of capacity building in order to determine mandates and roles and responsibilities and fully understand the basic principles of good governance; ensure the commitment of citizens and their inclusion; organize; influence the choice of orientations; acquire the necessary skills and basic knowledge for participating; raise awareness; engage in advocacy and lobbying; obtain resources and manage them wisely; make a positive contribution to the formulation, implementation, follow-up and evaluation of development policies and programmes; and remain committed and become spaces promoting socialization and participatory democracy in the interest of society as a whole.

IV. For a new vision of capacity building as a key factor in sustainable development

29. Capacity building is itself a public policy destined to undergo profound change and respond to the requirements of good governance, enabling different actors, both State and non-State actors, to become immersed in the values of effective and participatory democracy and good governance, have the necessary capabilities for managing complexity, crises and multidimensional risks to cope with the challenges of our age; anticipate and direct change; mobilize, allocate and manage increasingly scare resources by "doing more with less"; become increasingly competitive and rise to the task of sustainable development. These challenges require the emergence of a new vision of building capacities at the national and local levels, which are today more than ever the key to development and hold the challenge of enabling States, local governments and the various components of civil society to be at the heart of the country's development dynamic and progress through democratic, competent, honest, effective, efficient, actively engaged administrations that are open, responsive to their environment, inclusive and citizen-oriented.[22]

Promotion of holistic national strategies for capacity building

30. While the importance of capacity building or development is universally recognized, the choice of strategies in that regard is not obvious, particularly for developing countries, countries in democratic transition, low-income countries, geographically disadvantaged countries, or countries in a post-conflict situation. On the basis of the characteristics, contexts and constraints specific to each country, public administrations must adopt a national and holistic strategy for capacity building (like the existing strategy for training and education), integrating all the dimensions of public governance (administrative, judicial, social, economic and

[21] The ECA African Governance Report II (2009) provides a summary of the deficiencies in governance and capacities affecting most of the non-State actors, inter alia with regard to a mandate, the institutional organization, human resources, financial resources, infrastructures and relations with the State.

[22] The wording of this part of the document was to a large extent inspired by the strategic plan to support Moroccan territorial communities in the field of training, skill development, capacity building and networking, 2010-2015, Ministry of Internal Affairs (Morocco).

environmental) as well as the three pillars of capacity building (the individual, organizations and society).

A national strategy pursued by transformational, committed, competent and ethical leadership

31. It is not an easy task to put forward a common definition of leadership since cultures and perspectives differ so much. Nevertheless, good and modern leadership can make a real difference in terms of public-sector performance. There is a growing consensus that it is the most vital element in the development of national and local good governance. Leadership is the capacity enabling organizations and individuals, on the basis of political commitment, to formulate a vision for the future, promote change, inspire action, mobilize and bring together the stakeholders, and ensure concrete results.[23]

32. Handling change, complexity and diversity by means of capacity building requires a new, transformational leadership at the national and local levels that is capable of galvanizing "the troops", proposes a bold vision, organizes resources for essential strategies and urges everyone to take initiatives as leaders themselves in the overall interest of the community. This type of leadership must call into question the status quo, particularly when it has no impact on the country's development; it encourages innovation, is constantly searching for better practices, and insists on the highest standards. It must take into account at least the following factors: the challenges facing the public sector, existing institutions and authorities, the development level of organizations, and values, skills, behaviour and practices, results and the impact on populations and the country's development as a whole.[24] We must strengthen the capacities of leaders and have leaders who are capable of devising and piloting the implementation of national capacity-building strategies.

A holistic national strategy based on a bottom-up approach

33. In order to be able to lay down a national capacity-building strategy, it is necessary to establish a vision and visibility (knowing where one is going or wishes to go, for which target audience, for which priorities, with which resources, and on the basis of which timetable). Whether it targets the national or local level, the national strategy must be holistic in nature, taking into account the basic principles of capacity building referred to above. It must respond to the expectations of the citizens (including effectiveness, simplification, proximity, access to information, particularly with regard to procedures and services, personalization of service, diversity and modernization) and to the requirements and pressures of taxpayers and civil society for improved governance with better management of public funds, better services for better costs, transparency and accountability, and to the expectations of the agents involved.

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[23] Leadership for Modern Local Government, Council of Europe, Centre of Expertise for Local Government Reform, in partnership with John Jackson, expert, United Kingdom of Great Britain and Northern Ireland.

[24] See the recommendations of the 35th Conference of the African Association for Public Administration and Management (AAPAM), "Quality Leadership for Effective and Efficient Management of Public Service in Africa", Kigali (Rwanda) 18-22 November 2013, in the Division of Public Administration and Development Management Monthly Update to the Committee of Experts on Public Administration, November 2013, United Nations Public Administration Network.

34. The strategy should focus on change, with an imperative need for innovation at the level of individuals, organizations and society. Indeed, to ensure that it can make a real contribution to transforming public governance and have an impact on development in all its dimensions, the strategy should target all the stakeholders interceding, acting or interacting in the sphere of public governance or with respect to a specific public policy, whether they be State, non-State, national or local actors.

Proposal for a road map for capacity building at the national and local levels

35. On the basis of the view that "there is no better method" and that there is a need to avoid imposing international "best practices",[25] a national capacity-building strategy should be integrated within a political environment and based on strategic orientations and pragmatic, viable, feasible and coherent choices through an interactive, inclusive, participatory, iterative process that incorporates the following at the very least:

(a) Defining strategic orientations on the basis of good management, participatory governance and efficient and quality management striving for excellence;

(b) Establishing results-based management as a public sector management approach oriented towards meeting development targets, the accountability of State agents and local communities, transparency and imputability in public management, and using available data to improve the decision-making process;

(c) Conducting a participatory diagnosis exercise by mobilizing all the stakeholders concerned with regard to the capacity-building strategy in order to evaluate existing capacities and shortcomings to be overcome, identify trends, define objectives and analyse and select options;

(d) Guaranteeing citizen participation and commitment as a strategic option, which are essential to the concept of democracy, be it at the national or local level. Citizen participation and commitment strengthen the legitimacy of decisions taken, impose respect for public accountability and figure among the basic principles of governance since they have intrinsic value (being a full citizen, in addition to casting a ballot, entails being involved in the decisions that concern him) and contribute to more responsive services that have a positive impact on the country's social and economic development. The stakeholders should be involved throughout the process through multisectoral collaboration and mechanisms for consultation, providing information and involvement in decision-making processes;

(e) Identifying training and capacity-building needs through surveys, interviews and questionnaires focusing on target groups and polls among target audiences;[26]

(f) Drawing up, if necessary, policies, laws, plans and sectoral, thematic or target-audience strategies (including State bodies, non-State bodies, human

[25] Nick Manning and Willy McCourt, The Public Sector Management Strategy of the World Bank, in *International Review of Administrative Sciences*, International Institute of Administrative Sciences, vol. 79, No. 3, September 2013.

[26] See the tools developed by the Council of Europe and the Centre of Expertise for Local Government Reform.

resources, local elected officials and civil-society actors), stressing the roles, responsibilities, commitments, skill levels sought and objectives to be achieved;

(g) Formulating, implementing and managing a budget, inter alia, by mobilizing further supplementary resources, whether national or foreign; also ensuring participatory and gender-sensitive budgets;

(h) Ensuring the coherent organization of the public capacity-building policy by providing coordination mechanisms and recognizing common aims to be achieved.[27] For OECD (2006), the search for coherence consists in ensuring that achieving objectives or results specified under policies adopted by a government is not impeded by other policies devised by the same government;

(i) Ensuring follow-up, preparing reports and brief statements and drawing lessons from experience, without not forgetting to train, develop skills and build the capacities of specialized teams;

(j) Taking into consideration and managing diversity;

(k) Mainstreaming the gender approach as an approach for analysis and intervention aiming to reduce inequalities between women and men;

(l) In keeping with the saying "what is not counted does not count", the administration should have an information and knowledge system as well as data bases, making use of information and communications technology (ICT) in order to guarantee the taking of decisions and initiatives, have recourse to reliable data and be able to produce, manage, exploit and communicate information and knowledge;

(m) Promoting electronic governance and ICT use to improve responsiveness, performance and transparency; contribute to sustainable development (a paperless policy); and increase proximity (development of e-learning platforms);[28]

(n) Making better use of benchmarks, "success stories" and best practices existing at the local, national, international or continental levels in the public or private sector;

(o) Utilizing audit and management-control mechanisms;

(p) Promoting partnership and "win-win" cooperation with all actors, national or foreign, public or private, that can provide value added to the strategy, including ministries, development agencies, territorial communities, public and

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[27] The strengthening of coherence is taken up in the report of the United Nations Conference on Sustainable Development, held in Rio de Janeiro (Brazil) from 20 to 22 June 2012 (Rio+20) [para. 76 (d)] in order to reduce fragmentation, and increase effectiveness, efficiency and transparency, while enforcing coordination and cooperation. Several disciplines became interested in the concept of public policy coherence by making use of a variety of other concepts such as the integration of public policies, the cross-cutting nature of public policies, the coordination of public policies and holistic governance; see OECD, Building Policy Coherence, Tools and Tensions, Public Management Occasional Papers, No. 12, 1996: Studies in European Development: European Union Mechanisms that Promote Policy Coherence for Development, 2006.

[28] The Department of Economic and Social Affairs/Division of Public Administration and Development Management, through the United Nations Public Administration Network, and the World Bank, through the World Bank Institute, have set up e-learning platforms which broadcast training programmes and promote the independence and empowerment of the beneficiaries of training while making effective use of ICT.

semi-public establishments, universities and higher education institutes, national and foreign civil society, the private sector, embassies and donors;

(q) Promoting networking on the basis of the adage "Network is Networth", which has never been as important as it is now in the age of the digital revolution;

(r) Building up experience and avoiding reinventing the wheel each time;

(s) In conducting capacity-building programmes, respecting the stages of this universally recognized process: identification of needs, choice of themes or actions, defining terms of reference or specifications, identifying and negotiating with service providers, validating teaching modules and aids, inviting participants, providing teaching space equipped with aids and educational material, conducting activities, supervising and structuring activities, orienting, following up and accompanying target groups, providing participants with easily usable documentation to serve as a practical guide in their work, enhancing the value of activities and the standing of the beneficiaries of activities as well as partners by awarding certificates of recognition, immediate and delayed evaluation of activities, accumulation of material (including teaching kits, tool boxes, training modules, reports and documentation) and collecting document files;

(t) Taking into consideration the specificities, expectations and challenges of local governments and other non-State actors; thus, for the capacity building and empowerment of local communities, taking into account and integrating all the challenges alluded to above by emphasizing the institutional environment (roles, functions, resources, relations with the State); participatory planning and evaluation; administrative, financial and human resources management; participatory governance mechanisms; the commitment of citizens; and the integration of the gender approach, diversity and measures to combat discrimination (based on identity, location, social factors or economic conditions). The Kampala Declaration on Developmental Local Government refers to "removing the barriers to decentralisation to promote a bottom-up approach, which should include building local skills, staff and leadership capacity, which should reach out to the large population beyond the formal and informal sector, to boost the achievement of localised targets and goals";[29]

(u) Among the priority themes, both for States, local communities and civil society, there is a need to stress the challenges and opportunities arising from the rapid urbanization which large cities and towns have undergone. This is a key issue[29] for the current and future situation, particularly if the demographic transitions and changes occurring at the global level are taken into account.[30] These trends give rise to new expectations and requests relating to equipment, basic infrastructures and provision of services (including habitat, housing, education, health, water, sanitation, hygiene, transport, lighting and employment) and require committed and ethical leadership, quality management, resource mobilization, a commitment on the part of citizens, State support and assistance and international cooperation. There is indeed considerable potential for sustainable development

[29] See the Declaration adopted following the seventh Commonwealth Local Government Conference, Kampala (Uganda) 14-17 May 2013.

[30] See the report of the Population Division of the Department of Economic and Social Affairs, June 2013, concerning 233 countries and areas.

where urbanization is well planned, well managed and supported by all the stakeholders;

(v) In addition to the specific tasks carried out by each administrative structure in accordance with its roles and functions, the framework of jobs and skills, the cross-cutting fields and means which today seem to have priority in order to have strong institutions and strengthen public governance are the rule of law, human and civil rights, transformational leadership, values and ethics, anti-corruption measures, accountability and imputability, political analysis, management, performance management, the formulation of public administration programmes, strategic planning, good governance, participatory and collaborative governance, the commitment and participation of citizens, sustainable development, provision of services, the public-private partnership, public services management,[31] the gender approach,[32] diversity management, electronic governance, ICT and information systems, management of resources (human, financial, heritage, technological and logistic), auditing and management control, prevention and management of conflicts, crisis management, risk management, resilience and results-based management;[33]

(w) Promoting "á la carte" capacity building: capacity building by trainers from the organization utilizing the experience acquired, establishing a pool of local experts,[34] capacity building by peers,[35] and making use of outsourcing and the public-private partnership;

(x) Undertaking a systematic and periodic evaluation of the various stages of implementing the capacity-building strategy or programmes;

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[31] UNDP, Practitioner's Guide: Capacity Development for Environmental Sustainability, March 2011.

[32] The gender approach theme has several dimensions: gender and public governance, gender and local governance, policy effectiveness, implementation of a national gender policy, equitable representation of women, active participation by women and access to and control of resources.

[33] Council of Europe, Toolkit of Local Government Capacity-Building Programmes; Workshop organized at the 33rd AAPAM Round Table Conference on "Support to Strengthening Public Administration and Leadership Capacities at the Local Level for the Achievement of the MDGs and Other Development Agenda", Lilongwe (Malawi), 14-18 November 2011; Strategic plan for training, capacity building, skill development, networking for the benefit of local communities of the General Directorate of Local Communities of the Ministry of Internal Affairs of the Kingdom of Morocco (2010-2015); Capacity building, the motor of local governance, experience of the support programme for local governance in rural areas in Rwanda, Ministry of Local Government (Rwanda), February 2012; the strategy for innovation and good governance in the Walloon Region (Belgium) (2008); François Yatta, Empowering Local Governments, discussion paper, 2013; ECA, African Governance Report II 2009, and the appraisal by the African Capacity-Building Foundation.

[34] See the example of the African Community of Practice for Managing for Development Results, a network of practitioners committed to enhancing the capabilities of the public and private sectors and civil society to effectively engage and improve policy formulation and management in two languages, French and English.

[35] Several examples are of interest: OECD peer review within the framework of the Open Government initiative; the Pan-African Peer Review of United Cities and Local Governments (UCLG) in Africa; UCLG-Africa and Cities Alliance: Assessing the Institutional Environment of Local Governments in Africa, September 2013; Commonwealth Local Government Handbook 2013-2014; the Council of European Municipalities and Regions, Local and Regional Government in Europe, Structures and Competences.

(y) Carrying out an iterative process, devising or reforming, correcting and readjusting the institutional or legislative arrangements relating to governance or management;

(z) When the administration has its own arrangements or when it outsources training or capacity building, particularly to universities and higher-education institutes, ensuring that they conform to the standards of excellence jointly established by the Division for Public Administration and Development Management, the International Association of Schools and Institutes of Administration (IASIA) and the International Institute of Administrative Sciences (IIAS),[36] namely a commitment to public service; defence of the values of the public interest; combining knowledge, community work and service; the importance of teaching personnel; awareness of the environment (diversity of ideas and participation); courses that are well targeted and responsive to partners; adequate resources; and combining collaboration with a spirit of competition. As an alternative, supporting these arrangements so that they gradually move in this direction;

(aa) All capacity-building initiatives should primarily and ultimately focus on investing in the most precious capital for every country, its human capital, as "a lever for development and the source of wealth. It is also the vector for the transformation and management of the other resources and their integration into the development process",[37] and to "unlock" human potential in the private sector and enable it to improve its innovation, creativity, performance and competitiveness;[38]

(bb) Promoting quality and exploring the mechanisms for accreditation and certification;

(cc) On the basis of the principles of the Paris Declaration on Aid Effectiveness, making best use of the provision and support of multilateral or bilateral cooperation as well as international aid, which may take several forms: contributions to financing, expertise, tools and good practices. In this regard, mention could be made of the expertise developed by the Department of Economic and Social Affairs[39] in the areas relating to statistical capacity building, including follow-up to the Millennium Development Goals, macroeconomics, international tax cooperation, social integration and the inclusion of vulnerable groups, sustainable development, including climate change, adaptation and forests, public administration and ICT development, including electronic government. Similarly, the Division for Public Administration and Development Management and the International Association of Schools and Institutes of Administration have had, since 2007, a special team in the field of capacity building of leadership and public administration at the local level;

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[36] The standards of excellence in teaching and training in public administration, 2008, is a joint initiative of the Division for Public Administration and Development Management of the Department of Economic and Social Affairs, IASIA and IIAS, launched in 2005 and is available on the United Nations Public Administration Network and the websites of these associations in the languages of the United Nations.

[37] H.M. King Mohammed VI, Speech from the Throne in 2000.

[38] Department of Economic and Social Affairs, Unlocking the Human Potential for Public Sector Performance, World Public Sector Report, 2005.

[39] Ibid., Capacity Development Strategy, New York, 27 July 2011.

(dd) Promoting, encouraging and celebrating excellence in the public sector and public governance, bearing in mind that best practice is "the optimal method of solving a given problem or accomplishing a certain goal that can be shared and used by others".[40] There are excellent experiences at the continental and global level, which should be encouraged, supported and publicized: the Department of Economic and Social Affairs through the United Nations Public Service Award,[41] the European Public Sector Award,[42] the Economic Commission for Africa,[43] and the Council of Europe.[44]

V. Conclusions

The difficult and complex environment as well as the multiple current and future challenges with regard to development in its different dimensions require a new vision, new governance and new management in the field of capacity building in order to have:

(a) ***competent States*** that respect the constitution and democracy and are intelligent, legitimate, competent, flexible, effective, well-informed, very knowledgeable, firmly established in society,[45] and capable of changing and adapting to emerging challenges;

(b) ***transformational and galvanizing leadership***, for which the best should be at the service of the State (Aristotle);

(c) ***a transformation of governance***, ensuring that it becomes more collaborative, participatory, open and inclusive for all segments of society, oriented towards citizens who, throughout the world, address an urgent request to States similar to that which Diogenes addressed to Alexander, "Step aside a little so as not to keep the sunshine from me", a request meant not to gain favours, but only to find secure and open pathways to peace, stability, democracy, development and progress;

(d) ***public governance striving to achieve development that is sustainable and for future generations***, since, when all is said and done, "Effective democracy and good governance at all levels are essential for preventing conflicts, promoting stability, facilitating economic and social progress, and hence for creating sustainable communities where people want to live and work, now and in the future".[46]

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[40] Council of Europe, Best Practice in Local Government, April 2007.

[41] See the Department of Economic and Social Affairs/Division for Administration and Development Management, United Nations Public Administration Network.

[42] See the European Public Sector Award, 2013.

[43] ECA, Innovations and Best Practices in Public Sector Reforms, The Case of Civil Service in Ghana, Kenya, Nigeria and South Africa, December 2010.

[44] Council of Europe, Best Practice in Local Government, April 2007, or the European Label of Governance Excellence.

[45] ECA, African Governance Report II 2009, quotation from Ahmed Mohiddin, "Reinforcing capacity towards building the capable state in Africa", issue paper for the fourth African Governance Forum, 2007.

[46] Council of Europe, third Summit, 16-17 May 2005, Warsaw Declaration, para. 3.